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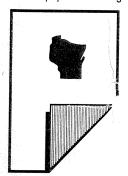
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### WISCONSIN PAPER COUNCIL

250 N. GREEN BAY ROAD P.O. BOX 718 NEENAH, WI 54957-0718 PHONE: 920-722-1500 FAX: 920-722-7541 www.wipapercouncil.org



February 22, 2002

MEMORANDUM TO:

Senate Committee on Labor and Agriculture

FROM:

*∬*Édward J. Wilusz

Director, Government Relations

SUBJECT:

Senate Bill 445

Senate Bill 445 deals primarily with the regulation of large animal feeding operations and other agriculture issues. However, the bill contains one provision that is of concern to all wastewater discharge permit holders.

SB 445 would create a new \$250 fee on all wastewater discharge permit applications and renewals. The proceeds of this fee would be used for permitting animal feeding operations and monitoring their compliance with permits.

We object to the imposition of a fee on all permit holders when the proceeds of that fee will be used to administer the permit program for only a small number of facilities. Paper companies, municipalities, and other permit holders should not be required to pay for a program relating to animal feeding operations.

All wastewater discharge permit holders, including animal feeding operations, are already subject to annual fees under s.299.15 of the statutes and NR 101 of the administrative code. The minimum fee that is paid under current law is the base fee of \$500 for large facilities or \$250 for smaller facilities. Permit holders already pay fees for the administration of the wastewater discharge program. A new fee is unnecessary.

Your committee will hold a public hearing on Senate Bill 445 on February 27.

We urge the committee to eliminate the new wastewater discharge permit application fee from SB 445.

SS

CC:

Senator Burke Senator Shibilski



February 25, 2002

Senator Dave Hansen, Chair Senate Committee on Labor and Agriculture P.O. Box 7882 Madison, WI 53707-7882

RE: Senate Bill 445

Dear Senator Hansen,

Senate Bill 445 deals primarily with the regulation of large animal feeding operations and other agriculture issues. However, the bill contains one provision that is of concern to SCA Tissue North America LLC, a papermill wastewater discharge permit holder located in Menasha, WI.

SB 445 would create a new \$250 fee on all wastewater discharge permit applications and renewals. The proceeds of this fee would be used for permitting animal feeding operations and monitoring their compliance with permits.

We object to the imposition of a fee on all permit holders when the proceeds of that fee will be used to administer the permit program for only a small number of facilities. Paper companies, municipalities and other permit holders should not be required to pay for a program relating to animal feeding operations.

All wastewater discharge permit holders, including animal feeding operations, are already subject to annual fees under s.299.15 of the statutes and NR 101 of the administrative code. The minimum fee that is paid under current law is the base fee of \$500 for large facilities of \$250 for smaller facilities. Permit holders already pay fees for the administration of the wastewater discharge program. A new fee is unnecessary.

Your committee will hold a public hearing on Senate Bill 445 on February 27.

We urge the committee to eliminate the new wastewater discharge permit application fee from SB 445.

Sincerely,

Jill A. Larson

Technical Services Superintendent, Menasha Papermill

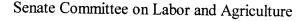
SCA Tissue North America LLC

gill a Larson

Cc: Senator Burke

Senator Shibilski

Paul Johnson, SCA Tissue North America LLC Jim Haeffele, SCA Tissue North America LLC February 25, 2002





Senator Dave Hansen Senator Russ Decker Senator Jim Baumgart Senator Alan Lasee Senator Shelia Harsdorf

Wisconsin State Senate P.O. Box 7882 Madison, WI 53707-7882

Re: Senate Bill 445

Dear Senators:

Packaging Corporation of America (PCA) recognizes that Senate Bill 445 proposes to regulate agricultural issues that include, among other things, large animal feeding operations. However, we object to a provision in the bill that imposes a \$250 application/renewal fee on all wastewater discharge permit holders. The proposed fee funds permitting and monitoring activities involving large animal feeding operations.

PCA does not believe that we, along with other industrial holders of wastewater discharge permits, should be subject to an added levy that pays for a new regulatory program. As it stands, our Tomahawk facility already pays an annual base fee of \$500, and over \$260,000 in additional wastewater discharge fees that are used to administer the State's wastewater discharge program. As written, SB 445 will inappropriately increase our wastewater discharge permitting fees.

We strongly urge the committee to eliminate the wastewater discharge permit application fee from SB 445 as it applies to industrial and municipal entities.

Thank your for the opportunity to voice our position on this issue.

Regards,

Kenneth W. Schulz

Tomahawk Mill Manager

Packaging Corporation of America

cc:

Senator Brian Burke

Senator Roger Breske

### Wisconsin National Farmers Organization

February 27, 2002

Testimony of: Ron Statz

Director of Member Services

Concerning LRB 4560 Family Farm Protection Act

In our state as well as nationally, we have passed and continue to work on initiatives that either in part or in total are designed to provide assistance to our family farmers. Efforts such as use-value assessment, two-thirds school funding, sales tax exemptions, cost sharing for conservation and environmental protection practices, grants for farm value added and modernization efforts, are all commendable efforts to help our family farms deal with toady's needs. When I look at what we've done, I find it somewhat ironical that in most of our efforts we've ignored the most fundamental need of all and that's placing a fair and appropriate value on what these hard working members of our community produce.

When I consider what most professional athletes and other people in entertainment related fields earn, it seems all to clear that our society places far greater value on being entertained than they place on eating. Maybe, instead of focusing on the production of high-quality, holism and nutritious food, our farmers should be looking for ways to make the food they grow more entertaining. This inequity was made all to clear during a recent discussion of Badger Care. Other farm groups and we are trying to expand eligibility to this excellent health care assistance program to more farmers by eliminating their annual depreciation as income. While NFO fully supports this effort, it truly saddens me when I stop to think that we are trying to find ways to get farmers qualified for a low income assistance program when they are working sixty to eighty hours week-in and week-out. If we placed a fair value on what they've toiled so long and hard to produce, there should be no thought of qualifying with low income. Unfortunately the values of society can't be fully addressed with one piece of legislation but we must continue to chip away and impact what we can.

The National Farmers Organization of Wisconsin is testifying on the Family Farm Protection Act for information purposes only. There are initiatives in this legislation that we feel need further clarification, there are also points we support as well as provisions that cause us great concern. I'll try to briefly highlight some of these areas. The overriding principle that influences our efforts for farm families is the belief that farm family operations come in many shapes, styles and sizes. We have family farmers raising fish or ginseng and we also have family farmers raising livestock or growing corn and soybeans. We have family farms made up of mom and dad and their school age children but we also have family farms made up two or more adult brothers, cousins or neighbors that have decided to consolidate their efforts into one operation. With the shrinking number of farmers, we feel that it's vital to work on initiatives that unite rather than divide this broad spectrum of families.

We support the efforts in this bill to provide grant money to more farmers, we support expanded research funding various types of sustainable agriculture, we support returning credit protections to farmers that they once enjoyed and other consumers still have. We also support what we hope was the intent if not the actual language of provisions such as encouraging counties to use nonpoint money wisely by trying to spread it out in areas that give the greatest return at the most reasonable costs, we also support the idea that farm operations and non-farm operations alike should show the ability to care for clean-up costs if an accident should occur.

We can't support language that potentially conflicts with or changes the new non-point rule packages being put in place by the DNR and DATCP. We also can't support broad language requiring farmers to eliminate all ammonia and odor emissions from their farms. We also can't support language in this bill that states or implies that a farm is not socially responsible or environmentally sound just because of its size.

Some of the issues that we need additional clarification on include: the \$50,000 cost share limit on nonpoint practices, the definition of "farm creditor", what would be considered a "representative of the department" and is the formula for awarding development grants far to restrictive

awarding development grants far to restrictive.

-(aut. Med Sign Wirkerble-Support youl thouse.

Let's not create legislation that further divides our farm families instead of uniting them.

Countres need flexibility to

955 17th Street • P.O. Box 175 • Prairie du Sac, WI 53578-0175 Phone (608) 643-3341 • Fax (608) 643-8961

Testimony from Will Beitlich

February 27, 2002

Good Morning! My name is Will Beitlich. I'm from Stoddard, 10 miles south of La Crosse, located in the northwest corner of Vernon County.

Let me begin by telling you a little about my family farm. I'm a fourth generation farmer. My wife, Sue, is also from a fourth generation farming family. We have 3 sons ages 22, 19 and 16. We own and operate a 334-acre dairy farm, which consists of 50 cows 60 head of young stock, and we farrow 7-10 sows. We raise corn, alfalfa, oats, occasionally tobacco, and a small amount of soybeans.

Sue and I have been involved with Wisconsin Farmers Union for many years. Sue is their District 7 director serving southwestern Wisconsin. Being involved in the Farmers Union gives us the opportunity to be aware of the concerns that are happening in the State and at a national level. We also serve on various other committees and boards over the years.

We started farming together in 1976 along with working off the farm jobs. We were farming with my parents and brother. We did that until 1986 when we purchased our first farm. During this time we started having our less and Sue stayed home to tend to the farm and family while I held off farm employment. We slowly got our herd built up and some improvements made but still depended on off farm income and the health insurance benefits it provided. At the time of our farm purchase, interest rates were high and land prices had not receded much, making for slow going.

By 1989 the company I was employed by was bought out thus losing my job of 12 years. At this time our farm workload had increased that I decided to stay home and Sue would work part-time off the farm.

Well time went on and Sue has worked 10 of those 12 years full time. We have increased from 20 to 50 cows and also bought another farm.

Now after 25 plus years we still depend on off-farm income and still have debt to be paid off. All of those 25 years being labor intensive along with being obligated 7 days a week 24 hours a day. We have not reached a level where we feel we are out of any risk in the farming business. This last year our property taxes increased by \$1400. No new improvements – just another increase in our costs to operate! 2001 was not a bad year for us in dairying, but we had 1-1/2 years before that which almost took the lifeblood out of any farmer.

We now have reached a time when my oldest son, Andrew, age 22 is thinking about entering farming. He attended the Farm & Industry Short Course in Madison. From that time on he has helped us part time while retaining full-time employment off the farm. This about explains where my family has been and is now.

Vernon County is losing its farmers left and right. It is staggering to know the figures in the last few years alone. Our young people are not attracted to a lifestyle that is all work with few monetary returns. This being said, we especially lose our dairy farms. Next thing after that is the trend to cash crop farming, which in a land of contour strip farming and lots of slopes can erode our soils due to the intensive row crop planting and little or no seeded down acreages. Thus we have run off with chemicals and soils leading to a ground water trade off. Not really a

very bright future when you think about it. This is where the Family Farm Protection Act can help our family and others to make the transition to the next generation. Some of the things I see in the Family Farm Protection Act that will enhance our situation are:

- / Increase funding for Agriculture Development and Diversification Brand Programs. This would help farmers develop new markets and new uses of these new products and methods.
- ∠ ✓ Creates "Buy Wisconsin Program".

Wisconsin needs to actively promote their farmers products both locally and regionally.

- Provides assistance to producers, school districts, and local and state governments to promote the direct purchasing from family farmers to school meal programs. In 2000 school districts purchased 94 million dollars worth of food. Much of this could come from Wisconsin farmers if our supply and distribution systems were carefully developed.
- Increase funding of applied research on family farms-related issues including grazing and organic farming.

  Sometimes we just don't get enough bang for our buck from some research. This appears more conducive to family farm interests.
- Increased UW-Center for Dairy Profitability research on low capital strategies for improving dairy farm profitability. As farmers we need research to be conducted to provide the tools we need for low cost options so we can be more competitive.

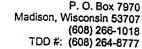
  Establishes a cost-share program to help farmers to transition to profitable managed
- Establishes a cost-share program to the farmers to transition to profitable managed intensive grazing and organic systems of livestock production.

  This would enable us to get through rough times even when prices are low.

There are many more benefits to the Family Farm Protection Act, but I see the ones that I just mentioned as probably most benefiting family farmers the greatest.

At this time I would strongly encourage you to support Wisconsin family farmers by casting a "yes" vote for the Family Farm Protection Act. With this legislation in place my family will have a greater chance of passing the family farm onto the next generation and for that we would be most grateful.

Thank you.



http://www.commerce.state.wi.us http://www.wisconsin.gov

Scott McCallum, Governor Philip Edw. Albert, Secretary



February 27, 2002

Members of the Senate Labor and Agriculture Committee Senator David Hansen, Chair Senator Russell Decker Senator James Baumgart Senator Alan Lasee Senator Shelia Harsdorf

RE: Senate Bill 445 and the Dairy 2020 Program

### Dear Senators:

The strength of the dairy industry is critical to everyone in Wisconsin. The industry contributes about \$20 billion the economy and supports nearly 200,000 jobs. A key factor in measuring the economic activity that results from the industry is the amount of milk produced. Without an adequate supply of milk from Wisconsin dairy farms, the states entire dairy processing and related support industries are constrained.

It is estimated that 8-10% of the milk protein going into cheese vats across the state is already being imported because of the lack of locally produced milk and the strong demand for high quality Wisconsin cheese. As new processing capacity comes on-line in California and other western states, this out-of-state supply will no longer be available to Wisconsin. This will exacerbate the supply problem being faced by Wisconsin cheese producers.

The goal of the Dairy 2020 Early Planning Grant program is to encourage and stimulate the start up, modernization, and expansion of Wisconsin dairy farms. The program makes awards to cover a portion of the cost of having an independent third party develop a comprehensive business plan to evaluate the producers' project. Commerce can provide up to 75% of eligible project costs up to a maximum of \$3,000. The applicants are required to contribute at least 25% of the total project costs from sources other than the State of Wisconsin.

Existing and start-up Wisconsin dairy producers are eligible for the Dairy 2020 Early Planning program. Herd size is not a criterion for underwriting the program, since businesses of every size can benefit from having a business plan. No applicant has ever been turned down because they are too small or too large. It is equally fair to all.

Since the inception of the Dairy 2020 program in 1996, more than 700 Wisconsin dairy producers have received awards, totaling more than \$1,700,000. Every Dairy 2020 program participant is surveyed 18 months after an award is made to determine the impact the program is having on individual participants and on the state of Wisconsin. This analysis shows that three quarters of award recipients proceeded with the projects evaluated in their business plans.

This analysis of the Dairy 2020 program indicates that the people that have used the program are typical Wisconsin dairy producers. The median herd size of award recipients that proceeded with their plans was 103 cows at the time they applied. Further, 87% of awards were made to farms with less than 200 cows. The average Wisconsin dairy farm has 75 cows.

This legislation would limit who could receive funding based on the size of herd the applicant is considering. If the limitation in the legislation was effective this year, the recipients on average could only plan to expand their herds to an arbitrarily derived number of 75 cows, which does not take into consideration efficiency, economies of scale, profitability, or environmental safety. To date, only 33 recipients proceeded with projects that resulted in them having herds of 75 cows or less.

Impact of Dairy 2020	Projects	Impact of SB 455				
Projects Proceeding	312	Projects Proceeding	33			
Median Initial Size	103 cows	Median Initial Size	44 cows			
Median Final Size	190 cows	Median Final Size	65 cows			
Aggregate Growth	38,199 cows	Aggregate Growth	538 cows			
Production Increase	911,299,286 pounds	Production Increase	11,480,008 pounds			
Dairy 2020 Efficiency	849 pounds/\$	Dairy 2020 Efficiency	187 pounds/\$			
New investment	\$202,817,549	New Investment	\$3,427,254			
Dairy 2020 Efficiency	849 pounds/\$	Dairy 2020 Efficiency	187 pounds/\$			

As currently designed, the Dairy 2020 program has given dairy producers of every size the opportunity to better evaluate their current business and then make informed decisions about whether or not their businesses should be changed to meet family and business goals. The programs positive impact upon the dairy industry is evidenced by the nearly one billion pounds of additional milk produced each year by program participants.

The states dairy industry has always been undergoing changes. For example, there were 143,000 dairy farms in 1950 and that has fallen to fewer than 18,000 today. Yet, during the same period the state has nearly doubled the amount of milk that is produced. This is because dairy farms – like producers of every commodity – have continued to adopt technology that allows them to be more productive and efficient. Today 48% of the milk produced in Wisconsin comes from dairy farms that have more than 100 cows. I hope the Dairy 2020 program can continue to assist dairy producers of every size evaluate their collective future to make the right decisions for them.

Sincerely,

Philip Edw. Albert SECRETARY

o bole Attent

### Midwest Environmental A D V O C A T E S

pro bono publico

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Melissa K. Scanlan, Attorney Founder & Executive Director February 27, 2002

### Senate Labor and Agriculture Committee

Hon. Dave Hansen, Chair

Hon. Russ Decker

Hon. Jim Baumgart

Hon. Alan Lasee

Hon. Sheila Harsdorf

PO Box 7882

Madison, WI 53707

### RE: COMMENTS ON THE FAMILY FARM PROTECTION ACT, 2001 BILL

### Dear Committee Members:

Midwest Environmental Advocates, Inc. (MEA) is a 501(c)(3) nonprofit environmental law center that serves as a legal and technical resource center for community groups working for environmental justice in the Western Great Lakes region. Midwest Environmental Advocates represents statewide family farm and environmental groups and local communities adversely impacted by large animal feeding operations.

MEA is pleased to provide the following comments on the Family Farm Protection Act. Our comments relate specifically to those provisions of the Act designed to improve water quality and the quality of life for rural residents and small farmers in Wisconsin.

The Family Farm Protection Act presents a fork in the road for Wisconsin: protect and promote small, family farms and sustainable agriculture or continue to subsidize and support polluting and destructive animal factories. The Family Farm Protection Act protects small, family farmers by promoting sustainable agricultural practices while ensuring fair treatment and a level playing field for all animal feeding operations in this state.

Letter to the Senate Labor and Agriculture Committee

Midwest Environmental Advocates

Comments on the Family Farm Protection Act

2/26/2002 Page 1 of 8 22 E. Mifflin Street, Suite 301, Madison, WI 53703

Telephone 608.251.5047 Fax 608.268.0205 E-mail: advocate@chorus.net Web: www.midwest-e-advocates.org



### I. WATER POLLUTION DISCHARGE PERMITS

### A. §29: No Operation of a Large Animal Feeding Operation Until it Has First Obtained a Permit.

<u>Comment:</u> MEA supports a statutory prohibition on the operation of a large animal feeding operation prior to receiving a Wisconsin Pollutant Discharge Elimination System (WPDES) permit from the Wisconsin Department of Natural Resources (DNR). Currently, DNR regulations in ch. NR §243.11 are ambiguous as to whether a permit must be obtained before or after a large animal feeding operation begins operation. The provision of this bill would make clear that an owner or operator of a large animal feeding operation must obtain the approval of the DNR *prior* to constructing animal waste storage lagoons, animal confinement areas, or disposing of manure. Requiring the DNR's close participation and oversight of these operations in the planning stages will prevent water pollution and other compliance problems that may otherwise result.

### B. §30: "Livestock Integrators" Also Liable

<u>Comment:</u> MEA supports a statutory clarification that a livestock integrator, as defined in §30 of the bill, is jointly liable with a livestock operation for violations of WPDES permits where the livestock integrator exercises substantial control over a livestock operation. This provision places financial liability at the top of the corporate chain where it belongs, rather than forcing a small livestock operation to solely bear the costs of water pollution caused by policies or decisions made at a higher corporate level.

### C. §§38-40: Minimum/Maximum Penalties for Animal Feeding Operations

<u>Comment:</u> MEA supports eliminating the current exemption from the \$10 minimum daily fine for an animal feeding operation's violation of its WDPES permit that presently exists in Wis. Stat. §283.91(2).

MEA opposes the provision in §38 limiting the maximum fine for an animal feeding operation's violation of its WPDES permit to \$1,000 per day of violation.

**Applicability.** Any person who *owns or operates* a large animal feeding operation shall be required to file an application for a permit with the department.

§243.11 (emphasis added). The present tense of the language could be read to imply, and has been interpreted by the DNR to mean, that WPDES permits may be issued after construction of a facility has begun.

Letter to the Senate Labor and Agriculture Committee Midwest Environmental Advocates Comments on the Family Farm Protection Act 2/26/2002 Page 2 of 8

<sup>&</sup>lt;sup>1</sup> WIS. ADMIN. CODE §243.11 (2000). Specifically, §243.11 reads:

The Clean Water Act authorizes up to \$25,000 in penalties per day per violation.<sup>2</sup> State law currently authorizes up to \$10,000 in penalties per day per violation for all WPDES dischargers.<sup>3</sup> The \$1,000 limit in §38 violates the requirement of the Clean Water Act<sup>4</sup> that states have adequate authority to issue civil penalties to deter permit violations.<sup>5</sup> Moreover, this portion of the law treats some WPDES permit holders differently than others by imposing a limit on civil penalties for large animal feeding operations but not other dischargers, such as municipal and industrial sources. This is fundamentally unfair and contravenes the requirements of the Equal Protection clause of Wisconsin's Constitution. All WPDES permit holders should be treated similarly, regardless of the nature or source of the discharge.

### D. §31: \$250 Application Fee for WPDES Permits for Large Animal Feeding Operations

<u>Comment:</u> MEA supports a \$250 WPDES permit application fee for large animal feeding operations. MEA would also support a much higher permit application fee. The purpose of this fee, as set forth in §77(2) of the proposed bill, is to fund additional staff and support for the DNR in tracking permit compliance by animal feeding operations.

Too often, the DNR lacks the staff and resources to adequately monitor compliance at large animal feeding operations and at the same time provide technical assistance to smaller operations. The \$250 application fee would come closer to ensuring that a large animal feeding operation, rather than the public, pays to make sure it follows the law and prevents discharges to waters of the state.

### E. §37: Air Quality Best Management Practices

<u>Comment:</u> MEA supports the requirement that large animal feeding operations apply best management practices (BMPs) identified by the DNR to limit ammonia, airborne pathogens, and odor emissions from large animal feeding operations. MEA further supports §37(2), which conditions the issuance of WPDES permits on compliance with air quality best management practices.

As proposed, §37(1) requires that BMPs eliminate ammonia, detectable odors outside of the boundaries of the animal feeding operation, and disease transmitting organisms and airborne pathogens. However, §37(1) should be broadened to include hydrogen sulfide, particulate matter, and any other pollutant

<sup>&</sup>lt;sup>2</sup> 33 U.S.C. §1319(d)

<sup>&</sup>lt;sup>3</sup> WIS. STAT. §283.91(1).

<sup>4 33</sup> U.S.C. §§1251-1387 (2000).

<sup>&</sup>lt;sup>5</sup> 33 U.S.C. §1342(b)(7).

emissions from large animal feeding operations that may have an adverse impact on public health and quality of life.

The need for BMP's to control air emissions like ammonia and hydrogen sulfide is clear. First, the health effects of exposure to these contaminants are dramatic. According to the Occupational Safety and Health Administration, ammonia is a primary eye and upper respiratory tract irritant. Exposure to hydrogen sulfide, another air contaminant emitted from livestock operations, can cause adverse ocular effects, including conjunctivitis, at levels as low as 20 ppm. Other adverse effects of exposure to hydrogen sulfide can include upper respiratory tract irritation, acute pulmonary edema, headaches, dizziness, excitement, staggering gait leading to convulsions, respiratory failure, and coma.

Second, from December of 2000 to December of 2001, the DNR Bureau of Air Management received at least 29 complaints of exposure to air emissions from agricultural operations, many of which were the result of emissions from large animal feeding operations. Some of the more serious complaints were referred to the Wisconsin Department of Public Health.

Third, air emissions from large animal feeding operations are a primary source of conflicts between residential users and large animal feeding operations. The installation of air quality BMPs would greatly reduce these conflicts while improving public health and the environment.

### II. OTHER PROVISIONS RELATED TO WATER QUALITY

A. §26: Proof of Financial Responsibility for Animal Waste Storage Facilities

Comment: MEA supports the requirement that large animal feeding operations provide proof of financial responsibility when proposing to construct animal waste storage facilities of three million (3,000,000) gallons or more. This provision of the bill will ensure that an animal feeding operation has the resources to clean up a discharge of animal waste to waters of the state if and when the animal waste storage facility fails.

Letter to the Senate Labor and Agriculture Committee Midwest Environmental Advocates Comments on the Family Farm Protection Act 2/26/2002 Page 4 of 8

<sup>&</sup>lt;sup>6</sup> Occupational Health and Safety Administration, Preamble, Health Effects Discussion and Determination of Final PEL, 29 C.F.R. §1910.1000 (2000). See <a href="www.osha-slc.gov/Preamble/AirCont\_data/AIRCON6.html">www.osha-slc.gov/Preamble/AirCont\_data/AIRCON6.html</a>.

<sup>&</sup>lt;sup>8</sup> MINNESOTA POLLUTION CONTROL AGENCY, THE ORIGIN OF THE MINNESOTA STATE AMBIENT AIR QUALITY STANDARDS FOR HYDROGEN SULFIDE, DRAFT, \*2 (2001).

<sup>&</sup>lt;sup>9</sup> Wisconsin Department of Natural Resources, Odor Incident Tracking System: Complaint Listing, (2001). Notes of telephone conversation with Eileen Pierce, DNR Bureau of Air Management.

Section 26 of the bill should also make clear that the proof of financial responsibility also applies to clean up of animal waste storage facilities in the event of abandonment. There have been several instances in Wisconsin in which animal feeding operations have abandoned animal waste storage facilities without paying to properly remediate these facilities. Instead, local governments have been required to use scarce public resources to clean up the abandoned facilities. This is unfair: animal feeding operations should the bear the cost of cleaning up their own messes, not local governments.

At least one county already requires such proof of financial responsibility for clean up of animal waste storage facilities. 10 A statewide provision would ensure uniformity and relieve local governments of the burden of administering this important water quality protection measure.

### B. §27: Prohibit Construction of New Waste Storage Lagoons on Soils Hydraulically Connected to Trout Streams

Comment: MEA supports a prohibition on the construction of any new animal waste storage lagoon on land that is hydraulically connected to a trout stream classified under Wis. Stat. §23.09(2)(m). According to the Minnesota Pollution Control Agency, all animal waste storage lagoons leak to the soil beneath them; the extent of leakage is merely a matter of degree. 11 Such leakage to groundwaters recharging a trout stream will impair the water and habitat quality in that stream. The cure is simple: no animal waste storage lagoons should be permitted on these soils.

Section 27 could be improved upon in two areas. First, §27 should make clear that the prohibition is to prevent leakage to groundwater that is hydrologically connected to a trout stream. Second, the prohibition on new animal waste storage lagoons should be broadened to prohibit the construction of any new animal waste storage lagoon on land over groundwater hydrologically connected to any surface water. The Clean Water Act mandates that states ensure the protection of all fish, shellfish, and wildlife and other recreational uses in all of our state's waters, 12 not

<sup>&</sup>lt;sup>10</sup> Green County Ordinance, Green County, Wisconsin, 00-0101, 4-3-6-3 (2000).

<sup>11</sup> See MINNESOTA POLLUTION CONTROL AGENCY, EFFECT OF MANURE STORAGE SYSTEMS ON GROUNDWATER QUALITY, SUMMARY REPORT (2001). This study found that groundwater plumes of organic compounds, ammonia, organic nitrogen, and phosphorous downgradient of manure storage facilities that were analyzed. The study further found that the plumes were most limited where concrete storage was used, rather than earthen storage. <a href="http://www.pca.state.">http://www.pca.state.</a> mn.us/water/groundwater/gwmap/rpt-liquidmanurestorage-summary.pdf>.

See also, Glannville, T.D. et al, Measurement of Seepage from Earthen Waste Seepage Structures in Iowa, 53 (1999). This study is part of a 1999 report to the Iowa State Legislature on the Earthen Waste Storage Structures. That report can be found at <a href="http://www.ag.iastate.edu/iaexp/reports">http://www.ag.iastate.edu/iaexp/reports</a>.

<sup>&</sup>lt;sup>12</sup> 33 U.S.C. §1251(a)(2).

just trout streams. Moreover, states are required to impose any more stringent requirements on point sources, including animal feeding operations, to ensure compliance with water quality standards. 13 The prohibition of animal waste storage lagoons over groundwaters hydrologically connected to surface waters is one such requirement.

### C. §§1, 9, and 16: Nutrient Management Planner Certification Program

**Comment:** MEA supports a Nutrient Management Planner Certification Program and giving priority grants to animal feeding operations that had never before had a nutrient management plan. A nutrient management planning certification program will ensure that animal feeding operations are being given adequate advice on nutrient management planning and that nutrients are being properly applied according to crop needs.

Section 16 requires the Department of Agriculture, Trade, and Consumer Protection (DATCP) to give priority to those agricultural operations that have never had a nutrient management plan. Doing so will ensure that an everincreasing number of farms properly apply animal waste on croplands at agronomic rates and have access to the expertise they and the public deserve in nutrient management planning.

### D. §14: \$50,000 Limit on Soil and Water Resource Management Grants to Individual Farms.

Comment: MEA supports a \$50,000 limit on Soil and Water Resource Management grants to individual farms. Unfortunately, the Department of Agriculture, Trade, and Consumer Protection (DATCP) has historically awarded the largest grants to the largest animal feeding operations eligible for such grants. A study by Midwest Environmental Advocates found that animal feeding operations in Wisconsin with 300-1000 animal units (AU's) received approximately 34% of all Wisconsin cost-share dollars from 1985-2000. 14 The average cost share amount for each operation in the 300-1000 AU range was \$56,060.15 Although operations with fewer than 150 AU's consumed 45% of cost share dollars, the average cost share amount was only \$14,443 per operation in that size category. 16 This is an inefficient and inequitable use of public resources. The \$50,000 limit on individual grants is appropriate given DATCP's history of subsidizing larger operations.

Letter to the Senate Labor and Agriculture Committee Midwest Environmental Advocates Comments on the Family Farm Protection Act 2/26/2002 Page 6 of 8

<sup>13 33</sup> U.S.C. §1311(b)(1)(C).

<sup>14</sup> See Midwest Environmental Advocates, Inc. and Wisconsin's Environmental Decade, Wisconsin's Cost-Share Program for Farm Pollution: The Milking of the Public, 3 (2000). <sup>15</sup> Id.

<sup>&</sup>lt;sup>16</sup> *Id*.

### III. OTHER PROVISIONS OF THE FAMILY FARM PROTECTION ACT

A. §§77(4) and 78(8): Economic Impact Study of Livestock Concentration on Rural Communities and Small Family Farms.

<u>Comment:</u> MEA supports the requirement that the Program on Agricultural Technology Studies of the University of Wisconsin-Madison conduct a study of the degree of the concentration in the dairy and livestock industries and the social and economic impacts of that concentration on consumers, small communities, and small farms.

No study has yet been completed on this subject in Wisconsin. However, a study of new and expanding large animal feeding operations could answer some key questions about their local economic impacts.

First, do large animal feeding operations hinder economic growth? One study conducted by Illinois State University concluded that large animal feeding operations actually hinder economic growth in rural towns. This was because large animal feeding operations caused job displacement and a consequent decrease in spending on retail farm supplies.

Second, and relatedly, do large animal feeding operations cause job displacement in local communities? Other commentary has noted that large animal feeding operations are capital intensive and therefore designed to minimize their impacts on regional economies. <sup>18</sup> Concentrated animal feeding operations seek to decrease their inputs, e.g. the number of paid employees, while they increase their outputs, e.g. milk, pork, poultry, etc., through mechanization. <sup>19</sup> So, despite that large operations hire more employees than smaller operations, the displacement of smaller operations may mean that more jobs are more likely to be lost than created.

Finally, do large animal feeding operations make more expenditures outside of the local community rather than within it? Some studies indicate that larger operations generally purchase their supplies from further away. One commentator noted a University of Minnesota Extension Service study that found that local farm expenditures by animal feeding operations decreased as the size of

<sup>&</sup>lt;sup>17</sup> Miguel I. Gomez, Assistant Professor, Illinois State University, Impacts of Concentration in Hog Production on Economic Growth in Rural Illinois: An Econometric Analysis, 15 (2000). Dr. William J. Weida, Professor, Colorado College, Comments on the Potential Regional Economic Effects of Large Feedlots, \*2 (2001).

<sup>&</sup>lt;sup>19</sup> Id.

<sup>&</sup>lt;sup>20</sup> Id.

the operation increased.<sup>21</sup> Further, the commentator noted that "[f]arms with a gross income of \$100,000 made nearly 95% of their expenditures locally while farms with gross incomes in excess of \$900,000 spent less than 20% locally."<sup>22</sup>

Despite the fact that these studies are informative, more site-specific information is needed in Wisconsin on the economic and social impacts of concentration in the dairy and livestock industries.

### IV. CONCLUSION

MEA respectfully urges Committee Members to vote "yes" on the Family Farm Protection Act and send it to the Wisconsin legislature for a full vote.

Respectfully submitted,

Andrew C. Hanson, Attorney

Midwest Environmental Advocates, Inc.

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<sup>&</sup>lt;sup>21</sup> *Id., citing* Chism, J. and R. Levins. 1994. "Farms spending and local selling: How much do they match up?" Minn Agric Econ 676:1–4 and Henderson, D., L. Tweeten, and D. Schreiner. 1989. "Community ties to the farm." Rural Dev Perspect 5(3):31–35.

<sup>&</sup>lt;sup>22</sup> See Weida, supra note 23 at \*2. For more information local spending of livestock operations, see also John Chism and Dary Talley, Local Spending Patterns of Mountain Lake Area Farmers, (1993).



#### WISCONSIN CATHOLIC CONFERENCE

# Testimony on Senate Bill 445 Presented to the Senate Committee on Labor and Agriculture By Kathy Markeland, Associate Director February 27, 2002

Good morning and thank you for the opportunity to speak with you today in support of Senate Bill 445. My name is Kathy Markeland and I am the Associate Director for Respect Life and Health Care for the Wisconsin Catholic Conference, the public policy voice for the state's Roman Catholic bishops.

In March 1997, the Wisconsin Catholic Conference issued a paper entitled "The Changing Role of Rural Life in Wisconsin: Implications for Family Farms and the Church". In that paper, the WCC concluded that "we must forcefully and persuasively direct our government to reevaluate so many of its economic and farm policies that have perpetuated injustices" in the lives of small farmers.

The Catholic Church experiences the demise of Wisconsin's family farms in a very personal way. As small, rural communities slowly dissolve and main streets are abandoned, our parish communities wane as families long-rooted in the community uproot to find work. In some instances these faith communities take on a new life with the infusion of new families that commute to and from urban communities, but too often the Church is left to minister to those who are losing their business and their family's way of life.

In the 1997 report, the WCC speaks of the Church's response to such trends. At the parish level there is an ongoing ministry to farm families in crisis. At the diocesan level various programs have been implemented to address the financial, mental, and emotional difficulties facing family farms. These programs include emergency funding for families in financial crisis, revolving loans, free weekend retreats for farm couples, and subsidized seed corn for planting.

While all of these programs seek to support farmers, they are unable to address the inherent injustices in our current system of food production that keep family farmers from earning a fair wage for their labor and may force them into relationships and practices that fail to fully protect and care for the land.

Finally, the social teachings of the church affirm that our response should offer both charity and justice to those in need. Charity is our immediate response, often a very personal one, to a pressing need or crisis. Justice, on the other hand, entails a longer-term response, often structural in nature, to conditions that inhibit human development. As two sides of the same coin, both charity and justice are essential to a good society.

In this context, the role of the church is to minister to the pastoral needs of these families in crisis, but that service is incomplete if society does not address the public and economic policies that are contributing the crisis.

### Church Teaching Regarding a Just System of Agriculture

In their 1986 pastoral, "Economic Justice for All", the Catholic Bishops of the United States note that all economic life should be shaped by moral principles. Economic choices and institutions must be judged by how they protect or undermine the life and dignity of the human person, support the family and serve the common good.

In the pastoral the bishops recognize that "the food necessary for life, the land and water resources needed to produce that food, and the way of life of the people who make the land productive are at risk." (#250) The bishops recommend that based upon our Catholic social teaching and tradition: 1) moderate sized farms operated by families on a full-time basis should be preserved and their economic viability protected; 2) the opportunity to engage in farming should be protected as a valuable form of work; and 3) effective stewardship of our natural resources should be a central consideration in any measures regarding U.S. agriculture.

In what ways does SB 445 advance a vision of agriculture that is respectful of the land and supportive of family farms?

SB 445 recognizes the need for more stringent environmental standards for large-scale operators and at the same time recognizes that all farms need to take responsibility for proper stewardship. The bill invests in small to moderate sized farms by providing financial support to meet environmental standards and also investing in the development of markets for Wisconsin grown products to enable more small scale farmers to access niche markets thus enhancing the income of small farmers to provide a just wage for their labor.

The bill also assesses the degree to which centralization of ownership of producers, processors and distributors creates unfair conditions that undermine the ability of small to moderate sized producers to compete.

SB 445 addresses the increasing presence of large livestock operations in the state of Wisconsin, not by banning or eliminating them but by recognizing the risks that they pose to local communities. The bishops of Wisconsin, the National Catholic Rural Life Conference, as well as many other Midwestern bishop's conferences have called for a serious examination of the social, environmental and public health costs of large livestock operations noting the alarming rate of loss of family farms and the agricultural trends focusing solely on economic gain at the expense of local communities and environments.

It is too simplistic, however, to look at this debate as a clash between big farms and little farms. This debate is not about big versus small. SB 445 is not about eliminating large operations. It is about conducting agriculture in a way that allows many people to participate and receive just compensation for their labor. It is about agriculture that respects the land and water for current

and future generations. It <u>is</u> about agriculture that contributes to the social capitol of Wisconsin, without undermining its environmental, social and spiritual well-being.

This debate is not about the size of the farm but it is about the quality of the farm and the contribution that the business of agriculture makes to the present and future health and vibrancy of our rural communities.

We understand that some of the solutions to the problems facing agriculture lie beyond the borders of the state of Wisconsin. However, the legislature does have the ability to implement policies that will influence the direction of agriculture in this state. SB 445 reflects the reality that most of Wisconsin's farms are small to moderate in size and that these very farms can form the foundation of the future well-being of the state, if the state will implement policies that protect their interests and establishes their survival as a priority. In the past, Wisconsin has led the nation in policies designed to protect workers such as the establishment of the worker's compensation program. At the time some argued that enacting laws seeking to establish more just working conditions would harm Wisconsin's ability to compete in the marketplace. Instead of stifling growth, Wisconsin's vision led the way.

As Bishop Raymond Burke of the Diocese of LaCrosse and immediate past-president of the National Catholic Rural Life Conference (NCRLC), has stated:

In the development of the farm economy, just as in the work of agriculture itself, the truth that agriculture is stewardship must always be respected. The farm economy can never be developed solely according to the principles of maximum production and highest profit. Rather, the respectful care of the land, plants and animals, in accord with God's plan, which is best carried out by families working together in local communities, must guide agricultural economic development.

This is the Church's vision for the future of agriculture in this state, our nation and our global community. SB 445 reflects and respects this vision.

#### Senate Bill 445

## Testimony before the Senate Labor and Agriculture Committee

Wisconsin Department of Agriculture, Trade and Consumer Protection Wednesday, February 27, 2002, 9:30 a.m.
Capitol, Room 201 Southeast

Good Morning Senator Hansen, and Members of the Senate Labor and Agriculture Committee

I am David Jelinski. I serve as Director of the Land and Water Resources Bureau in the Department of Agriculture, Trade and Consumer Protection. I am here today to provide testimony on Senate Bill 445 for informational purposes only. We have also submitted a fiscal estimate for this bill that provides more detailed information concerning our comments.

We would like to thank the authors of this bill for proposing a nutrient management grant program, as you may know:

- ATCP 50, Wis. Adm. Code, requires that farmers implement nutrient management plans on approximately 9 million cropland acres at an estimated annual cost of between \$18.0 and \$28.0 million over 10 years.
- SB 445 provides a long term dedicated funding source to meet a portion of this need.

We do have several concerns, however, about some of the technical provisions in the proposed bill. We believe some of these provisions are inconsistent with the proposed DNR and DATCP pollution runoff rules that are currently under review by the Legislature. DNR and DATCP have spent five years and two rounds of public hearings on these proposed rules. DATCP believes that the following inconsistencies exist between SB 445 and the proposed rules:

- DNR and DATCP have agreed to cost share on performance standards and prohibitions not included in permits for large animal feeding operations under NR 243, but not to fund pollution prevention requirements included in the permit. The proposed bill would in effect remove a statutory requirement that large livestock operations with a permit are eligible for cost sharing if they are required to meet agricultural performance standards under s. 281.16(3), Stats.
- DATCP rules establish technical standards for conservation practices such as manure storage facilities. The proposed bill prohibits building manure storage facilities on lands that drain to trout streams. The technical standards for

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#### **UW Center for Integrated Agricultural Systems** Professor Lydia Zepeda, Director SB-445 - The Family Farm Protection Act

## Need for research on dairy farm entry

- Between 1993 and 1998, the total number of dairy farms in Wisconsin declined by 23 percent. From the late 1980s to the present, the rate of decline in numbers of Wisconsin dairy farms was the greatest seen since the 1960s. This decline was largely due to low milk prices and off-farm job opportunities. While the number of people leaving dairy farming has remained fairly steady, there is a serious shortage of people entering dairy
- A 1996 survey conducted by UW-Madison researchers found that beginning dairy farmers take a wide variety of paths to get started. Only 20 percent of the farmers in this survey got started by taking over a family farm. 68 percent came from a dairy farm background but started out on their own farm. Surprisingly, 12 percent got started in their dairy careers with no farming background.2
- The most important characteristic of successful beginners in this study was the ability to negotiate a good fit between their resources, skills, and farm and family goals. Getting into too much early debt was one of the biggest threats to the beginning farmers in this study, and most of the successful beginners focused on building equity in cows, savings, and inexpensive equipment. Research can help beginning dairy farmers develop "smart" entry strategies, including strategies that do not require a high initial level of capitalization, based on a clear assessment of their resources, skills, and goals.3

# Schools for Beginning Dairy Farmers and Beginning Market Gardeners

- Because farm transitions are more complex than the traditional picture of a young farmer taking over the family operation, families alone cannot shoulder the burden of helping beginning dairy farmers get started. There is a clear role for public and private agencies to help beginning dairy farmers gain the resources and skills that they need to get started. The Wisconsin School for Beginning Dairy Farmers is an example of an effective educational effort by UW-Madison. 80% of the school's graduates are dairy farming, and 60% of those individuals have started their own farm businesses.
- Farmers today need to develop a wide range of business skills—including business planning, financial analysis, human relations skills, and risk management strategies. The Wisconsin Schools for Beginning Dairy Farmers and Beginning Market Gardeners help farmers develop these business skills. They also teach low-cost entry strategies that can help beginners maintain a positive cash flow.

<sup>&</sup>lt;sup>1</sup> Jackson-Smith, D., and B. Barham. 2000. The Changing Face of Wisconsin Dairy Farms. PATS Research Report

<sup>&</sup>lt;sup>2</sup> Barham, B., D. Jackson-Smith, S. Stevenson, J. Taylor. 2001. <u>Nurturing the Next Generation of Wisconsin's Dairy</u> Farmers. CIAS/PATS Research Report. Ibid.

### Importance of on-farm research

- Since its inception in 1989, the UW-Madison Center for Integrated Agricultural Systems has held the Wisconsin Idea as one of its guiding principles. We strive to connect farmers with researchers who have the vision and resources to help them solve production, economic, and social science problems. CIAS has brought researchers and farmers together to investigate innovative production and marketing systems such as management intensive rotational grazing, low-input cropping systems, and Community Supported Agriculture (CSA).
- CIAS is continuing this tradition of working on innovative new research directions. But
  we need resources to encourage faculty to take on farmers' research questions. Resources
  also help build teams of farmers, researchers, and food businesses to tackle these
  questions together.
- Management intensive rotational grazing (MIRG) and organic farming are two examples of sustainable agriculture research areas that are increasingly important for Wisconsin farmers. A 1999 University of Wisconsin survey of dairy farmers found that 22 percent used MIRG systems, and another 22 percent used pastures non-intensively.⁴ The market for organic foods has been increasing at a rate of 20% each year. The Coulee Region Organic Producers Pool (CROPP), located in LaFarge, is the largest organic dairy cooperative in the US and an important business for Wisconsin. Their Organic Valley™ and Valley's Finest™ labels are sold in all 50 states and Japan.⁵

From the Organic Valley Web site: http://www.organicvalley.com/member/why.html

<sup>&</sup>lt;sup>4</sup> Ostrom, M. and D. Jackson-Smith. 2000. <u>The Use and Performance of Management Intensive Rotational Grazing Among Wisconsin Dairy Farmers in the 1990s</u>. PATS Research Report No. 8.

#### In support of The Family Farm Protection Act / SB 455

Dear Senator Hansen,

Greetings and thank you for the opportunity to introduce myself. My name is Sara Tedeschi. I have farmed organically in Wisconsin for the past ten years. I currently work for the UW's Center for Integrated Agricultural Systems and their College Food Project. This project has successfully pioneered efforts to institutionalize increased purchasing of local, sustainable and organic products by several of the campus food services. While providing a substantial and stable market for Wisconsin's sustainable producers, awareness has increased among students, faculty and food service administrators concerning the positive impact consumers can have on our local food system.

Primarily, however, I would like to represent and introduce to you a Madison community-based organization by the name of REAP (Research Education Action and Policy Food Group). REAP is organized for educational and scientific endeavors promoting the development of an environmentally sustainable, economically just, and healthful food system in Dane County, Wisconsin and throughout the food system serving Dane County. REAP represents a diverse group of individuals, including community activists, University students and faculty, and others working within and without agricultural and food related professions. As an organization we support the Family Farm Protection Act as submitted.

REAP is best known for organizing and hosting the annual Food for Thought Festival, a celebratory event held each harvest season just off of the capitol square in affiliation with a Dane County Saturday Farmers Market. The festival promotes and highlights local organizations, projects, retailers, restaurants, artists, farmers and more in the Dane County area that are involved in working individually or collaboratively toward a sustainable and just local food system and in raising community awareness and support regarding these issues. Each year the festival also hosts two celebrities from around the nation, providing not only a draw for festival go-ers, but insight and inspiration for the growth of our own local food system movement.

REAP has chosen the priority focus of "Food and our Children" for this September's Food for Thought Festival in hopes of raising critical issues regarding our children's understanding of food choices that are healthful for their bodies, their environment and their community. REAP regards the importance of educating our children to healthful food choices so important, we have introduced an initiative to develop a model farm-to-school program in the Madison Metropolitan School District. We believe that Madison is a progressive community within an agriculture state and will support such a cutting edge program. The project's primary goals include linking the MMSD food service with local farms for the purposes of research, education and provision of locally produced and sustainable agricultural products through the school lunch program. REAP believes that simultaneously supporting our sustainable producers, our schools and our children is a win-win situation for Wisconsin.

REAP strongly encourages our Wisconsin legislators to support the "buy Wisconsin development program," and other policy within the Family Farm Protection Act providing assistance to producers, school districts and local and state governments to promote increased purchasing of local and sustainably produced Wisconsin agricultural products by schools and other institutional food service settings.

Respectfully submitted by Sara Tedeschi (REAP)

Email: smtedeschi@facstaff.wisc.edu Phone: 265-7914

#### In support of The Family Farm Protection Act / SB 455

Dear Senator Hansen,

Good morning. I am Janet Parker, and I am here to share my strong support for the Family Farm Protection Act. I am a student at UW-Madison, working on a masters degree in the Institute for Environmental Studies. I grew up on a small family farm and I have spent the past two years working closely with Wisconsin farmers. The Family Farm Protection Act would provide help for our farmers in vital and practical ways. It would address the most pressing economic and environmental protection needs of small and medium-sized family farmers.

I want to describe the work with farmers that I have done as a student. The work was called The College Food Project. It relates to the Family Farm Protection Act because the College Food Project has shown how much farmers benefit from programs like the DATCP "Buy Wisconsin" Market Development Program, a major piece of the proposed Act.

I worked on the College Food Project to connect small Wisconsin farmers with profitable new markets at college food services in their areas. The work was supported by a grant from the USDA to the UW Center for Integrated Agricultural Systems. Food services at UW-Madison and five other campuses in the state are now buying food directly from small farmers in their area. Both farmers and students have been very pleased with the results. Last summer, the Memorial Union food service catered Wisconsin-grown meals for just one large conference, and payed about \$10,000 directly to Wisconsin farmers and farmer cooperatives for the food that they supplied. By this fall, every dormitory dining center on campus served a Wisconsin-grown dinner to thousands of students. Now food that comes directly from Wisconsin farms is served every day on campus.

The College Food Project's success has encouraged proposals to reach out to the Madison Metropolitan School District's food service. Learning from food service administrators at UW-Madison, the Madison public school food service is hoping to launch a pilot program this fall to bring a wide variety of foods directly from Wisconsin farms to their lunchrooms.

I do not mean to give the impression that it is easy for small farmers to get into markets like the public schools and college campuses. They need support to find ways to compete with the rapidly-consolidating and vertically integrating food processors and distributors. The Family Farm Protection Act would provide that support very directly, through its policy component 1: Agricultural Research, Education, and Business Development Programs, part b: \$1 million annual DATCP "Buy Wisconsin" Market Development Program.

Thank you for your attention.

Respectfully submitted by Janet Parker, UW-Madison Institute for Environmental Studies

Email: janetparker@students.wisc.edu Phone: 249-4131

College Food Project website: http://www.wisc.edu/cias/research/institut.html



#### Wisconsin Federation of Cooperatives

131 West Wilson Street, Suite 400, Madison, WI 53703
Phone: 608.258.4400 Fax 608.258.4407 www.wfcmac.org wfcmac@wfcmac.org

DATE:

February 27, 2002

TO:

Members, Senate Labor and Agriculture Committee

FROM:

Bill Oemichen, Senior Vice-President &

John Manske, Director of Government Relations

RE:

Statement on Senate Bill 445

Thank you for providing the Wisconsin Federation of Cooperatives (WFC) with the opportunity to testify on SB 445. WFC strongly believes there is and will continue to be a future for all sizes and types of farming operations in Wisconsin. Further, WFC believes that it is this very diversity of production agriculture that provides strength to the industry. We believe that legislation that is not "size neutral" discriminates against significant portions of our farm base and will be counterproductive to a vibrant future for Wisconsin's agricultural producers and their industry. For these reasons, WFC opposes provisions in SB 445 which are not "size neutral" in their impacts.

Major renewal and modernization has not occurred in about 90 percent of our dairy operations. Modernization, which encompasses broader categories of change beyond expansion alone, is necessary to improve farm efficiency and allow Wisconsin producers to better compete in the national and international agricultural marketplace that exists today. WFC has been developing a couple of potential state budget amendments that are summarized in attachments. We believe these initiatives would help stimulate needed investment in improved facilities and farm capacity, strengthening all sizes and types of farm operations. These state partnership proposals are viable alternatives to SB 445. Not only are they size-neutral, but they do not demand a GPR appropriation this biennium, in contrast to many of the SB 445 provisions.

SB 445 contains both helpful and harmful provisions for our agricultural cooperatives, their members and all of Wisconsin agriculture. Advocates for the legislation have met with us in the past and we have shared our thoughts and suggestions on previous concept papers. SB 445 does not contain some of the provisions that were in previous concept papers that we viewed as impossible to implement or enforce, or were otherwise problematic. Today, our comments will be limited to certain provisions in SB 445 that we view as positive or negative.

Our comments on SB 445 are in the order in which they appear in the bill.

### We support Section 16, Nutrient Management Grants.

We support this section because it is important to help provide financial tools so that farmers may have nutrient management plans, particularly those that do not already have such a plan. As the Committee is aware, the currently proposed Nonpoint Rules would require agricultural operations to have plans prepared by qualified planners. This financial assistance will help ensure producers develop appropriate nutrient management plans and meet the timeline in the administrative rule.

# We oppose Section 20, beginning with line 23 on page 11 and ending with line 3, page 13 (Documentation of agricultural credit transactions.)

This section is the same as 2001 Assembly Bill 384. Agricultural credit transactions already provide the borrower with a copy of the documents that are signed. Producing duplicate copies will create extra paperwork and may sometimes confuse the borrower.

Furthermore, this legislation will obstruct the advance to a paper-less society through electronic commerce. Article 9 is designed to be neutral on the way in which the commerce is transacted, while this provision adopts old methods of commerce.

# We oppose Section 42, beginning on line 17, page 19, through Section 73, ending on line 19 of page 28. (Consumer Act.)

WFC is unaware of any compelling argument to reverse 1997 Act 302, which removed agricultural loans of \$25,000 or less from coverage of the Wisconsin Consumer Act, and made them subject to the general business laws that already applied to ag transactions in excess of \$25,000 when the law change became effective in mid-1998. Act 302 did not remove the applicability of the debt collection statute and disclosure of finance charges and fees statute for these loans. The DATCP Farm Center has not recorded an increase in farmer complaints pertaining to this subject since the law intended to create greater access to credit was enacted.

We oppose Section 74; beginning on line 20 of page 28 and ending on line 8, page 29. (Changes to Early Planning Grant Program Department of Commerce.)

dangerons to hamsteing their program- it has worked if farms of all sigs! The bill's language would require that these grants be awarded so that the average proposed herd size of the "new dairy farms" does not exceed the "average herd size of dairy farms operating" in Wisconsin during the preceding year. At a time when our dairy industry needs to grow to supply the needs of our own dairy plants, it would be dangerous to hamstring this program. The program has been a success story in working with producers who want to take a business approach in reviewing options for their future in dairying. Over 700 awards totaling more than \$1.7 million have been made through the program to dairy producers. Of the awards that have been evaluated, respondents report over 38,000 cows added, with a total new investment of over \$202 million. Overall positive responses have been received regarding the projects' impacts on production efficiency and overall profitability. Nearly 50 percent of respondents commented favorably on improved quality of life. We understand that if SB 445's provision had been in effect, the bulk of awards would never have happened, and the outlook for our dairy industry would be even more bleak than it is today.

We support (4), in Section 77, beginning on line 22 on page 30, and ending with line 7 on page 31. (Study of concentration in the dairy and livestock industries.)

Members attending WFC's 2001 Annual Meeting last November adopted resolution 2.75 titled Meatpacker Concentration. It urges various government entities, including the U.S. and Wisconsin Departments of Justice, to investigate and determine whether recent and future meatpacking mergers and acquisitions violate the Packers and Stockyards Act, the Sherman Act, or the Clayton Act.

We support an increased state commitment to the Agricultural Development and Diversification (ADD) program. Section 78, lines 3 through 7 on page 32.

Wisconsin under-funds this popular and successful program that helps producers develop agricultural crops and livestock products, value-added and other new product uses and new business ventures. Our ADD program is one-tenth to one-fifteenth the size of programs in other Midwestern states. Michigan, Minnesota, as well as South and North Dakota are among the states with impressive efforts resulting in beneficial outcomes for participants. Since its inception in 1989, the program has been able to fund about 16 percent of the grant applications and about 10 percent of the funds requested. A 10-year economic-impact report on ADD, released on the 1989-1998 period, indicated a 22-to 1 return on investment. In addition, over 424 new jobs were created.

We appreciate your attention to our comments and would be happy to respond to your questions.

# Dairy Farm Investment Tax Credit To Renew Wisconsin's Essential Producer Infrastructure

- For taxable years beginning after December 31, 2002, and ending before January 1, 2009
- A credit against income and franchise tax imposed equal to 10% of amount claimant paid for eligible expenses.
- Eligible expenses includes the construction, improvement, or acquisition of buildings or facilities, and the buildings to contain the facilities, for dairy animal housing, confinement, feeding, milk production and waste management, including any of the following if related to dairy animals: free stall barns, fences, watering facilities, feed storage and handling equipment, milk parlors, robotic milkers, scales, milk storage and cooling facilities, bulk tanks, manure pumping and storage facilities, digesters, and equipment to produce energy.
- Aggregate maximum amount of credit for any claimant is \$50,000.
- Provides for a 15-year carry-forward.
- Individuals are eligible. In addition, partners, members
  of limited liability companies, and shareholders of taxoption corporations may claim the credit in proportion to
  their ownership interest.

# WISCONSIN RURAL FINANCE AUTHORITY

2002 Legislative Session Representative Al Ott and Senator Jon Erpenbach

- The Goal is to consolidate Wisconsin agricultural loan and guarantee programs and create a Wisconsin Rural Finance Authority similar to the Minnesota Rural Finance Authority
  - Current Wisconsin agricultural finance guarantee programs are underutilized
  - Minnesota has issued more than \$116 million in participation loans to nearly 2,000 Minnesota farmers with an average age of 34 and approximate net worth of \$160,000
  - Financing would be through state of Wisconsin revenue and general obligation bonds; not dependent upon GPR
  - State bond financing (state tax exempt) allows loans to be issued at "below market" interest rates
  - The new Wisconsin Rural Finance Authority would "participate" with commercial lenders by financing up to 45% of the total loan package (therefore, commercial lenders are not competition)
  - Potential loan programs include the following:
    - Basic Farm and Seller Assisted Program (aimed at beginning farmers)
    - Aggie Bond Beginning Farmer Program
    - Agricultural Improvement Program (finances farm improvements)
    - Farm Restructure Program (finances debt reorganization)
    - Livestock Modernization Program (finances state-of-the-art improvements)
    - Value Added Stock Loan Program (finances farmer stock purchases in cooperatives)
- WFC is working with Department of Commerce, DATCP and WHEDA to consolidate existing Wisconsin guarantee programs and to determine the best location for the proposed Wisconsin Rural Finance Authority
  - Emphasis on ability to promote programs directly to producers
  - Emphasis on ability to administer loans at lowest possible cost and greatest efficiency
- The Rural Finance Authority would be governed by a Board of producers, bankers, and state officials appointed by the Governor

For more information contact Bill Oemichen (608/258-4413) or John Manske (608/258-4403) at WFC Dated 2/15/02

Testimony of
Gerald Jaeger
Wisconsin Farmers Union Board Director
And
Co-Chair, Family Farm Task Force

To The Wisconsin Senate Committee on Labor and Agriculture

On

SB 445, The Family Farm Protection Act

Feb. 27, 2002